

PLAN SUMMARY



City of New Haven
John DeStefano, Jr., Mayor

COMPREHENSIVE PLAN OF DEVELOPMENT



NEW HAVEN, CONNECTICUT

PLAN SUMMARY

The Comprehensive Plan of Development is the guiding land use policy of the City of New Haven. The plan is prepared and approved as New Haven's Comprehensive Plan, in accordance with the CGS, Section 295-302, *An Act Creating a City Plan Commission in the City of New Haven*. In addition, the plan is prepared in a manner consistent with Connecticut General Statutes (CGS) Section 8.23.

Dating back to the original Nine Square Plan, New Haven has a long and rich history of urban planning. In preparing this document, the City Plan Commission reviewed the prior plans and prepared new documents, including the New Haven Green Map and the New Haven Data Book. The Commission appreciates the contributions of citizens, management teams and community organizations both at plan-related community meetings and in other forums. The city's well-developed tradition of community outreach likewise includes 30 representative aldermen, who routinely contribute to the dialogue on land use matters.

The plan's primary focus is physical development and environmental protection, seeking to identify the most desirable and sustainable use of land in a fully-developed urban landscape. Because development in New Haven often involves previously developed sites, special attention is given to fitting new development into its urban context in a way that emphasizes the city's natural strengths.

The plan also serves to guide the related city policies concerning housing and neighborhood preservation, economic development and transportation policy. Special emphasis is placed on the city's waterfront and downtown areas, both of which are unique destinations with a regional appeal.

The Commission's recommendations are organized in three directives: Quality Standard, Regional Standing and Sense of Place. These directives are intended to be the guiding principles upon which to rest both major developments and incremental changes.



COMMISSION DIRECTIVES

Quality Standard. The plan advances the highest qualities of urban development. New Haven is a signature American community, one with enviable residential neighborhoods, historic places, diverse coastal resources and a scenic landscape. These natural and built environments are central to the quality of life and a basis for sustainable living and economic development. The Commission's directive is to elevate the quality of development in New Haven and to achieve a high standard of design, stewardship and environmental protection.

Urban Design. The physical landscape is rich with historic places and traditional urban development patterns. The Commission recognizes the inherent value of this pattern as an asset to be protected and enhanced. However, these contextual patterns are threatened by suburban style residential and commercial development, increased automobile ownership / traffic, and a lack of investment or maintenance in the existing building stock. Therefore, the plan recommends a higher review standard, incorporating aesthetic, preservation and design considerations, as part of the development review process.



Enhancements to Neighborhood Commercial Districts

Stewardship. The plan notes a mix of high and low levels of property stewardship, emphasizing that property conditions must be elevated. To do so, the Commission recommends systematic code enforcement and nuisance abatement programs as well as amendments to strengthen these codes. More aggressive efforts to steward historic buildings and places and also to target illegal dumping, physical deterioration and landscape degradation are encouraged.

Environment. The third quality element is the Commission's focus on the environment. Given the city's myriad of urban-related initiatives (eg. affordable housing, economic development, reinvestment, etc.), environmental protection is often at the fringe of the discussion. The plan recommends that environmental considerations play a more central role in the physical development process, recognizing the importance of environmental quality in enhancing the overall quality of life and economic vitality of the city. Recommendations are intended to improve air and water quality and to reclaim lands for open space and tidal wetland protection. These recommendations further strive to reduce the city's dependence on fossil fuels, improve public health, protect Long Island Sound and its contributing waters and conserve sensitive landscapes.

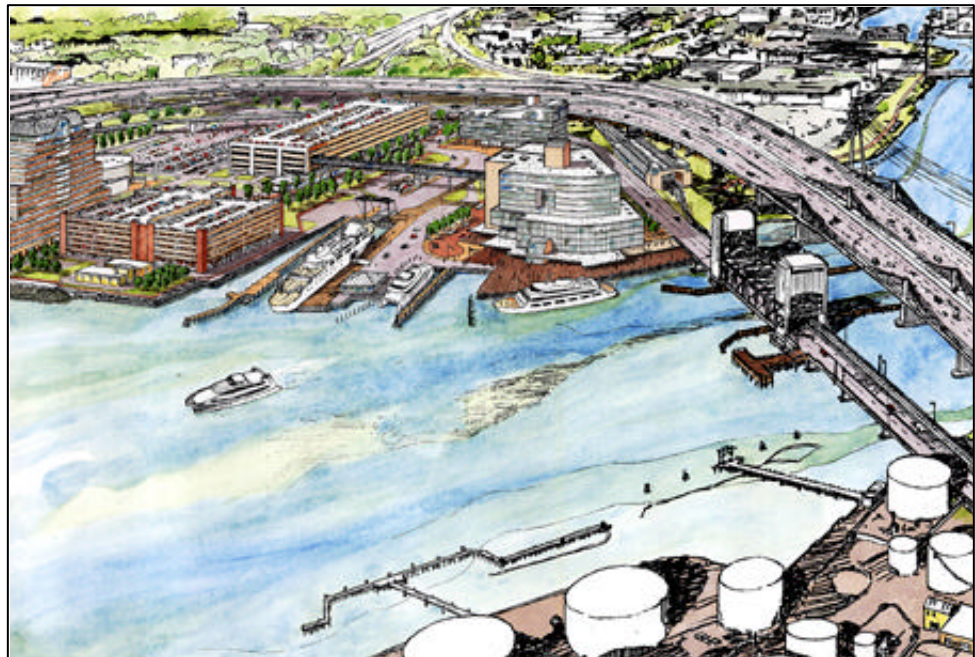


Natural Resource and Open Space Protection

Regional Standing. In keeping with long-standing policy and development patterns, the plan emphasizes New Haven's position at the economic, cultural and physical center of south central Connecticut. This regional standing is emphasized in the city's economic and transportation policies, which are largely inclusive and regional in nature.

Economy. The city's economic base is expanding and diversifying in new, innovative directions. However, the lack of available land will impair economic development and relegate the city to be an incubator rather than a long-term home for maturing industries. The plan recommends intense efforts to prepare commercial / industrial sites and to elevate the standards for development.

At a smaller scale, the plan recommends focus and enhancement of the city's neighborhood commercial districts. These districts are unique assets, which must be protected from incompatible suburban-style development.



Harbor Access

Transportation. A range of modal choices – auto, pedestrian, bicycle, rail and bus – greatly enhance resident and commuter mobility. While the city must attend to each mode, the plan recommends, as its first priority, the implementation of a greenway system of non-motorized trails. The system will help to ease congestion and raise environmental awareness in the city. The plan further recommends street enhancements for cyclists, urban boulevards, enhanced public transportation, intermodal freight connections and a new Exit 59A off the Wilbur Cross Parkway. Transit oriented development strategies are proposed, thereby building a larger walk-to-work population and residential options near commuter rail and along bus routes.

Sense of Place. New Haveners deeply respect the city’s unique qualities. This sense of place is a central focus of the Commission’s recommendations for the waterfront, Downtown and residential neighborhoods. Physical development proposals must likewise respect and enhance the city’s identity.

Neighborhoods. The city’s neighborhoods have unique qualities that contribute to an agreeable urban living environment. Around the country, developers and government officials seek to replicate the organic land use pattern that exists today in New Haven. The plan recognizes the need to steward and enhance this asset, reaffirming the city’s commitment to homeownership, mixed income neighborhoods, an aesthetically pleasing environment and neighborhood cultural identity. To do so, there must be a renewed focus on zoning and code enforcement, as well as a regional approach to government-assisted and supportive housing. Dramatically changed neighborhood forms are proposed and/or encouraged at West Rock, Quinnipiac Terrace, Belle Dock and Church Street South.



Guidance for Neighborhood Revitalization

Waterfront. The plan endorses a balanced approach to waterfront development, guided by public access, economic development, cultural enrichment and environmental protection. In keeping with the Harbor Plan and the Coastal Area Program (1983, as amended), the plan recommends enhancements to the Port of New Haven as well as new coastal resource acquisitions and greenway developments. The plan strongly urges the development of a critical mass of commercial, residential and cultural activities from Belle Dock to an expanded Vietnam Veterans Memorial Long Wharf Park.

Downtown. Downtown is a central business district, a center for learning and the arts, a central public space and a residential neighborhood. The plan recognizes that the success of Downtown is largely derived from its wide variety of land uses. Its simple, rational street grid and four centuries of historic buildings are a solid foundation for the neighborhood. To meet emerging residential and institutional demands, the plan seeks to promote ownership opportunities in new sub-neighborhoods, appropriate infill retail, the Gateway Plan and appropriate supporting infrastructure.



Opportunities for Mixed Use Infill Development

CHAPTER RECOMMENDATIONS

HOUSING AND NEIGHBORHOOD PLANNING

New Haven is a mature city with a development pattern that has evolved over four centuries. While the central core is well-framed by a grid of nine squares, the balance of the city is an organic collection of, among other features, residential neighborhoods, commercial districts, open spaces, institutions and industrial districts. These qualities are often noted for their diversity and livability, thereby creating a unique and celebrated “sense of place”.

In general terms, the city’s housing and land use patterns are more dense and more integrated than other municipalities in Connecticut. In addition, mixed-use districts, either by design or by heritage, continue to be among the city’s more prominent land use features. With this in mind, the plan’s recommendations for housing and neighborhood development are organized around the following themes: Homeownership, Environment, Identity, Enforcement and Balance.

Homeownership. Homeownership is a bellweather of neighborhood stability and the foundation for community development. As such, the revitalization of certain neighborhoods and the preservation of others hinges on a healthy number of owner occupants.

- Encourage the construction of single- and two-unit housing in manner consistent with the prevailing neighborhood character.
- Allow new construction of multi-unit developments only in appropriate locations and / or with a companion homeownership plan.
- Encourage the conversion of vacant and / or deteriorated multi-unit structures to appropriate densities for the surrounding area.
- Encourage public and private employers to participate in government homeownership programs.
- Encourage the rehabilitation of the city’s existing housing stock and, where this is not feasible, new construction on buildable lots in a manner consistent with the prevailing character.

Environment. New Haven's urban environment is a national model. The city's neighborhoods are aesthetically-pleasing and pedestrian-friendly. Decisions that affect the urban environment, be they related to land use development, traffic circulation, street trees, etc. must be reviewed in light of their surroundings. As part of the review process, the city and private developers must consider aesthetics, preservation, the relationship new development to existing development patterns and the impact of new development on the overall quality of life.

- Revise relevant sections of the Zoning Ordinance to prevent the inappropriate conversion of residential-class properties to higher densities and to restrict the inappropriate development of high density, multi-unit buildings where such development is not in keeping with the prevailing neighborhood character.
- Reinforce the urban environment and sense of place through site plan and design review of private development and through contingencies on public funding.
- Reinforce the urban environment through historic preservation, design standards and / or the establishment of new local historic districts. Assist the preservation movement – particularly in low income areas – with technical and financial assistance.
- Use redevelopment and other tools to address nuisance and deterioration issues, including uses that are deleterious to the neighborhood in general.
- Consider the impact of new development on the existing urban fabric, relative to traffic, noise, public convenience, public safety, aesthetics, site design and layout, etc.
- Encourage and support the redevelopment of government-assisted housing in a manner that enhances the urban environment through contextual urban design, appropriate density and integration with the surrounding area.
- Promote the urban environment through energy efficient design, green spaces, community gardens, street trees and other pervious landscape treatments.

- Facilitate connections between transportation and employment centers. Encourage “walk to work” and transit-oriented developments as a way to enhance the urban environment and to reduce vehicle miles traveled. Encourage pedestrian access and amenities to everyday errands by creating walkable, pedestrian-scale built environments.

Identity. As a city of neighborhoods, each residential area has distinct qualities that form a foundation for redevelopment. In particular, the school construction program provides an unparalleled opportunity to link neighborhood revitalization with the public school system.

- Promote the revitalization of residential areas and neighborhood commercial districts in and around facilities included in the school construction program, including Lincoln Bassett School (Newhallville), Jackie Robinson School (West Newhallville), Fair Haven K-8 School (lower Fair Haven), Truman School (Hill) and Barnard School (West River).

- Promote the revitalization of residential areas clustered around significant public spaces, including Trowbridge Square (potential local district) and Chatham Square, and job centers, including Science Park, SCSU and River Street.

- Encourage the development of dramatically new neighborhood forms as part of revitalization programs at select locations, including West Rock, Quinnipiac Terrace, Belle Dock and Church Street South.

- Enhance the waterfront residential communities in Hill / City Point, Fair Haven and elsewhere by encouraging compatible development and land uses with minimal adverse impacts on the surrounding area. Waterfront development should relate to the water, be compatible with the city’s coastal program and be designed in a manner consistent with the fabric of the surrounding area. In Fair Haven, the Quinnipiac River National Historic District is an appropriate geography for more intensive neighborhood planning, including consideration of zone changes consistent with the aforementioned land use objectives, neighborhood-scale traffic planning and potential expansion of the local historic district.

- As a city of neighborhoods, each residential area has distinct qualities that form a foundation for redevelopment. In many instances, the city’s status as a Certified Local Government is a beneficial technique to advance a revitalization effort. Likewise, the school construction program provides an unparalleled opportunity to link neighborhood revitalization with the public school system.

Enforcement. The City of New Haven must continue to be an active player in furthering redevelopment by continuing an aggressive code-based effort to eliminate deteriorating uses and abandoned sites.

- Encourage the revitalization of distressed, privately owned property through enforcement of existing regulations for interior and exterior maintenance and through the creation of clear consequences for delinquent private owners, moving aggressively to Housing Court and other necessary actions while protecting the rights and needs of non-owner occupants.

- Encourage the stabilization and revitalization of publicly-owned property through a timely disposition process. Use the Land Disposition Agreement to advance other housing and neighborhood objectives, including appropriate densities, homeownership and contextual design.

- Establish systematic code enforcement sweeps to correspond with neighborhood planning and housing revitalization programs. Seek to protect the city's investment in its neighborhoods by ensuring the stewardship of private property.

Balance. Given the city's housing stock and its economic standing, the vast majority of the region's government assisted housing is located in New Haven. Consistent with *Vision*, the Regional Land Use Plan, the regional housing policy must seek to balance government assisted housing in New Haven and the inner ring suburbs to include the entire south central Connecticut region.

- Encourage the de-centralization of government assisted housing across the south central Connecticut region.

- Encourage low- and moderate-income housing developers, including quasi-public entities, to operate on a regional basis and to partner with market-rate development opportunities.

- Encourage the development of low- and moderate-income housing, including government assisted housing, that is in harmony with regional plans for transportation improvements.

ECONOMIC DEVELOPMENT

New Haven is home to the largest concentration of economic activity in south central Connecticut. In recent years, the business community has evolved from a traditional industrial base to a broad and diverse economic center. This change is in response to dramatic, global shifts in production. Many of the products historically made in New Haven are now made in other countries.

Today's economy is more diverse and, consequently, less dependent on the success of a few large firms. Rather, the new economy is broadly focused on advanced manufacturing, health care and education. All three sectors are knowledge-based, benefiting from technology transfer and academic support from Yale University and other colleges and universities. To enhance the local and regional economy, the plan recommends the following:

Land Use Policy. The city's Zoning Ordinance should reflect the commitment to sustainable economic development by elevating land use standards. This can be accomplished by implementing four interrelated strategies:

Use and Development Regulations. Amend the Zoning Ordinance to further restrict the siting of potentially nuisance uses. Such uses include, but are not limited to, junk and scrap processing facilities; motor vehicle junk yards; storage facilities with limited product turnover; construction staging yards; etc. The Commission encourages siting Port-related uses only in the core port area, generally coinciding with the district of the new Port Authority.

Site Development Standards. Elevate site development standards by reducing the amount of on-site pervious surface, increasing landscaped areas, lowering the maximum allowable FAR and reducing allowable signage.

Environmental Compliance. Establish a systematic policy of compliance with environmental regulations as administered by the city, the Connecticut Department of Environmental Protection and the United States Environmental Protection Agency. Compliance should be included as a condition of a city land use approval (eg. special exceptions, special permits, site plan review, etc.).

Site Preparation. In order to enhance the supply of available commercial / industrial space, the city and economic development agencies must

continue to prepare suitable business locations. This can be achieved by aggressively completing existing initiatives at Science Park and at River Street and through new initiatives, as follows:

Site Specific Redevelopment:

CT Transit, James Street
Clock Factory, Hamilton Street
Gateway Community College, Sargent Drive
Wyatt / Williams Energy

Municipal Development Plans:

Chapel / Grand / Hamilton
Exit 59 Area / Amity
Lower Middletown Avenue
Boulevard Area
Whalley Avenue Area

Environmental Design. Without the benefit of large tracks of industrial “Class A” park space, economic development in the city is dependent on the quality of surrounding environments to support high-end business development. To achieve this, attention must be paid to environmental design, pollution control, aesthetics, transportation / access and the public infrastructure within and around the city’s business districts.

Industrial Ecology. The Commission recommends that attention be paid to industrial ecology and the compatibility of industries to share waste streams and minimize adverse environmental impacts. For example, reuse of certain properties in and around the Mill River could benefit from the waste streams generated by Simkins Industries and others.

Green Design. Similar attention must be paid to green building design by encouraging the development of environmentally sustainable buildings that meet or exceed energy targets (eg. Energy Star, LEED certification); provide for daylighting; minimize transportation movements; and recycle and/or control waste streams.

Targeted Recruiting and Retention. The city’s economic position and overall stability affords a certain degree of selective recruiting. Appropriate efforts must be made to attract basic industries that enhance the city’s established business clusters. With that in mind, the Commission encourages economic development professionals, commercial brokers and

leaders in the community to engage in high-end target recruiting and retention efforts. If successful, the city will build a deeper economic base and attract / retain a quality workforce in the region.

Neighborhood Commercial Districts. Smaller, neighborhood-oriented commercial districts are essential to the quality of life in the city's neighborhoods. In many cases, the districts are in need of enhanced target marketing, improved land use and design standards and coordinating efforts. The Commission recommends that more specific attention be given to the following areas: Grand Avenue, Westville Village, Whalley Town Center, Kimberly Square, and State Street, including Cedar Hill.

COASTAL AREA PLANNING

Coastal area planning plays an important role in the city's land use development. Historic and more contemporary land use patterns are shaped in relationship to the city's waterfront and riverfront locations. Current conditions within the coastal zone suggest a number of opportunities to affect positive change. These opportunities directly relate to immediate concerns, including real estate development pressures, environmental issues, the presence of deteriorating waterfront property and planned transportation improvements.

The plan endorses economic development; a sustainable environment and cultural enrichment as the three guiding principles for coastal area planning.

From an economic development perspective, Long Wharf, the Belle Dock area, Fair Haven, Mill River and the Port of New Haven are all significant components of the local economy. To enhance economic development, the plan promotes job creation and business investment, with a focus on specific locations along the coast. In addition, the plan recognizes the importance of aquaculture and shellfishing as a strong element of this economic sector.

From a cultural perspective, the harbor area must continue to support festivals and events as well as day-to-day leisure activities. To that end, the plan promotes public access, recreation and open space. To meet these objectives, better connections across I-95, improved facilities at Long Wharf and linkages between Long Wharf Park and other waterfront areas (via trails and open spaces) are all paramount.

From an environmental perspective, the City of New Haven and the surrounding communities are increasingly active in environmental planning and in addressing adverse environmental impacts upon the harbor, Long Island Sound, the Quinnipiac, Mill and West Rivers and in the City's coastal neighborhoods. The plan seeks to accelerate the pace of environmental change, being pro-active in sustaining the Harbor ecology, in restoring key tidal marsh areas, in continuing water quality improvements and in improving the quality of life for neighborhood residents. Likewise, the harbor environment merits high quality design. Geographically, these principles are applied to the land use plan for coastal areas across the city:

West River. Along the West River, implementation of the West River Memorial Park Master Plan remains a top priority. On the west side of Ella Grasso Boulevard, the emphasis should be on a more compatible mix of retail, commercial and light industrial uses. Scrap and metal processing and the outdoor market are both inappropriate uses near the river. The near-term approach is to continue acquisition of dedicated riverfront open space. Over the long-term, zoning and coastal program amendments should advance a more favorable land use pattern, minimizing impacts on the river and also seeking opportunities for job creation.

City Point. At City Point, the emphasis is a neighborhood scale waterfront. This is accomplished by improving access at Howard Avenue and diligently protecting the neighborhood from industrial and transportation intensive land uses along Sea Street. Similar attention must be paid to traffic calming and pedestrian-friendly streets.

Long Wharf. Planning for Long Wharf is focused on two central themes: land use and transportation. From a land use perspective, the city is faced with the first substantial turnover in land use since implementation of the Long Wharf Redevelopment Plan. The city's approach must rely heavily on the redevelopment plan's principles and insist on a high-quality design that stunts the marketing / advertising temptations of Interstate 95. Furthermore, the proposed IKEA home furnishings store may trigger a re-orientation of Long Wharf as a retail strip. Such a change threatens both the aesthetics and the commercial / industrial job environment at Long Wharf and is therefore discouraged.

Along the waterfront side, cultural and environmental enhancements to the Vietnam Veteran's Long Wharf Park guide the planning process. This strategy includes mitigation of the adverse impacts resulting from Interstate 95. An ideal approach is suppression of the highway; however, suitable

alternatives would include a spatially larger park, including measures to widen the park east and west and measures to curtail coastal soil erosion.

Canal and Belle Dock. The Canal and Belle Dock areas provide the city with its best opportunity to create a community-focused environment at the harbor. The proposed strategy, collectively known as Harbor Access, is to create a critical mass of activity, including a substantial base of residential, commercial and maritime-related activity. Key parcels include Parcel H, Building Three of the Maritime Center, the SNET facility, SportsHaven and Williams Terminal. While all proposed new uses should relate to the water in either design or function, water-dependent emphasis is placed on development of an intermodal transportation connection / high speed ferry service via the deepwater slip at the Williams site.

Fair Haven and Mill River. A linear park extending from Grand Avenue along the Quinnipiac River to James Street along the Mill River anchors the Fair Haven waterfront plan. Land use along the land side of the park varies by location. North of Ferry Street, efforts to reinforce and expand the residential community are encouraged. There is an opportunity to connect the greenway across Clinton Avenue as well.

Between Ferry Street Criscuolo Park, the River Street Municipal Development Plan accurately reflects the city's interest in historic preservation, mixed use and light industrial redevelopment. North of Criscuolo Park, several key sites must be addressed. To address these opportunities, the Commission recommends a redevelopment strategic plan to address increased economic activity, historic preservation and public access to the river.

Quinnipiac Meadows. Long-term planning for this area follows the lead of the Quinnipiac River Conservation and Development Corridor. The QRDCDC recognizes the Meadows as an environmentally-sensitive section of the industrially-zoned waterfront. North and west of Interstate 91 (south of the landfill), industrial zoning is appropriate; however, the focus should be on job-creating uses, limitations on automotive-related uses and vastly improved site design. Any development north of the landfill and/or behind the Route 80 commercial area should be outside of the tidal wetlands. These environmentally sensitive locations are appropriate solely as protected open space.

Port District. The plan calls for enhancements to the Port of New Haven in support of its important role in the regional transportation system. Within the port district – as designated by original boundary of the New

Haven Port Authority – several improvements should be completed. First, reestablishment of the Waterfront Street Railroad will improve intermodal connectivity. Second, acquisition of vacant property and stewardship by the Port Authority will advance a more efficient use of land within the district. Third, care should be taken to improve port aesthetics, largely through tree plantings and landscaping in areas outside of berths and parking lots. The Harborside Trail must be accommodated, even in the port area.

East Shore. The East Shore neighborhood is remarkably stable and well-connected to the waterfront. Consequently, the plan calls for exceptional stewardship of waterside resources, zoning to prevent incompatible new development and code enforcement to ensure the long-term viability of the neighborhood. At Lighthouse Point Park, the capital improvement plan is a priority. In completing these improvements, Lighthouse is better positioned as a signature park.

TRANSPORTATION

With a cluster of highways, railroads and public transit systems, New Haven is the longstanding center of regional transportation. Over time, the transportation infrastructure has emerged as a dominant landscape feature, impacting mobility and the day-to-day quality of life in the city.

Today's transportation policy overwhelmingly favors vehicular transportation. This approach has failed to broaden public support and public use of alternative means of transportation as the services are not optimal and/or are cost prohibitive. Failure to balance transportation investment will continue to have environmental and economic consequences. Without parallel investment in alternative / intermodal transportation, share the streets programs for cyclists and other mitigation measures, congestion is likely to continue post I-95 expansion. With that in mind, the plan recommends the following:

Establishing Trails. The proposed greenway and trail system is an environmental, cultural and transportation benefit to New Haven. With regard to transportation, the following investments are recommended:

- Completion of the Farmington Canal Line.
- Design and subsequent construction of the Harborside Trail.

- Reconstruction and enhancement of the Vision Trail.
- Completion of a Fair Haven and Quinnipiac River trail system with waterfront connections to Willow Street (via the Conrail pedestrian bridge) and to the Harborside Trail (via Chapel Street).
- Completion and designation of a West River Greenway trail.

Encouraging Transit Oriented Development. The plan recommends a better alignment of economic development and city planning policies, reflecting a broader context for transportation resources. Foremost among the opportunities for transit-oriented development are Church Street South, the Shartenberg Site, New Haven Coliseum, the east side of State Street and the Whalley / Boulevard area. The Commission encourages reuse of Church Street South in manner that reflects its positioning between downtown and Union Station. A mixture of uses compatible with this prime geographic setting is encouraged.

Moving Freight. New Haven's geographic position and transportation connections are a competitive advantage that benefits both economic development and mobility. For freight movements to sustain with the city, attention must be paid to neighborhood preservation, environmental protection and traffic congestion.

- Encourage the growth and development of the Port of New Haven within the district of the New Haven Port Authority. Advance a more sound land use policy by relocating and/or closing tank farms to appropriate areas.
- Revise the Zoning Ordinance to restrict the locations of high turnover storage and warehousing uses to areas with adequate access to highways and/or freight railroads.
- Encourage full access between freight railroads and the port district, in particular by extending rail service along Waterfront Street and to the North Yard.
- Establish a truck routing system which curtails truck traffic on local streets and promotes the use of designated arterial connections. As a parallel effort, work with the Department of Motor Vehicles and local police to better enforce existing truck regulations

Enhancing Public Transportation Systems. System preservation is largely dependent on a modal shift away from single-occupant vehicles to public transportation systems. While population density in New Haven does not support intense new infrastructure, there are several important opportunities:

- Enhance Connecticut Transit by capturing a greater share of discretionary ridership through improved routing (cross town routing), improved headways (to 10 minutes as density warrants) and improved facilities (shelters, signage, information, etc.).
- Enhance commuter rail through the establishment of new service to Hartford and Springfield.
- Enhance Shoreline East by improving operating headways and service times to Downtown and Union Station.
- Enhance air transportation by implementing limited hub service in a manner that protects nearby residents from undue hardship.
- Establish intra-coastal and cross-sound ferry services at Belle Dock.
- Work with Rideworks and local employers to develop more extensive car pooling and car sharing programs. Recruit a car sharing program to operate in New Haven

Share the Streets. Trail development alone will not satisfy the demand for bicycle access and safety. As part of ongoing street improvements, the Commission encourages the appropriate placement of bicycle facilities, including dedicated bike racks, bike lanes and signage. Supporting educational programs are likewise encouraged.

Moving Vehicles. New Haven's transportation policy affects both local and regional population movement. As such, the city must continue to be responsive to the needs of the region and the state. In doing so, the City's policies reflect a local mandate for mitigation, incident management and protection of the urban fabric.

- Encourage high quality design of the transportation system in a manner contextual to the surrounding area. Plans for public streets, sidewalks, signage and traffic control / intersection improvements should be reviewed by the City Plan Commission in order to enhance the urban fabric and to help mitigate adverse effects.

- Context-sensitive design is further emphasized on Whalley Avenue, Chapel Street, Ella Grasso Boulevard, Kimberly Avenue and Foxon Boulevard. Along Long Wharf, seek to maximize land and access to Vietnam Veterans Long Wharf Park and to create signature connections from Sargent Drive to the waterfront.
- Encourage transportation activity, including construction, construction staging and expansion, within existing rights-of-way.
- Advocate for a final product and sound land use plan at Route 34 / Oak Street Connector as an urban, tree-lined boulevard with improved connectivity at Air Rights Garage.
- Advocate for sound regional land use policies to preserve capacity along Foxon Boulevard, Whalley Avenue and in the Hill / Dwight area.
- Advocate for a new Exit 59A off the Wilbur Cross Parkway, thereby enhancing access to West Rock and SCSU.
- Advocate for new interchange connections at Route 34 and Long Wharf, supporting a new local road and Harbor Access project.
- In areas of highway system preservation and expansion, aggressively seek noise pollution controls for the protection of residents, recreation facilities, schools and other sensitive locations.

ENVIRONMENT

New Haven is set within a truly unique natural environment. The city is located at the confluence of the Mill and Quinnipiac Rivers as they drain into a long and protected harbor at Long Island Sound. The shoreline and tidal wetland areas gradually give way to uplands accented by dramatic traprock ridge formations at East Rock and West Rock. These natural features, celebrated in art and in the community, are central to the quality of life in New Haven.

Environmental protection and improvement efforts acknowledge the natural setting and seek to remedy the adverse effects of human activity. Although the super-regional nature of pollution complicates environmental planning efforts, these steps establish a course for a sustainable future.

With this in mind, the Environmental Plan for New Haven responds to the parallel desires to improve public health and the quality of life in the city. While many, if not all, environmental decisions are balanced with community development, the recommendations that follow are anchored in ecological sustainability and environmental justice.

The Commission encourages a high level of attention regarding air quality, water quality and landscape conditions. While many, if not all, environmental decisions are balanced with community development, the recommendations that follow are anchored first in ecological sustainability with ancillary benefits to the region's quality of life and to the regional economy.

Air Quality. Issues related to air quality are centered on two criteria pollutants, ozone and particulate matter, as well as air toxics. The following mitigation strategies are recommended:

- Seek improvements to the traffic control system and street pattern which will mitigate congestion and minimize idling times.
- Pursue broad reductions in particulate and air toxic emissions, from point, area and mobile sources, according to priorities identified by the air toxics inventory. Diesel-powered on and off-road vehicles are among the mobile sources targeted for reduction. This strategy should include consideration of locally-based environmental law should DEP not adequately address local conditions.
- Implement a vehicle miles traveled reduction strategy which is designed around walk-to-work, bicycle and transit-based initiatives. Promote residential densities and land use patterns which reduce local vmt movements. Aggressively recruit a car-sharing company to open a location in New Haven.
- Implement a far-reaching energy program focused on the use of renewable power sources for municipal and community purposes. The program must include a parallel effort of energy conservation and green-building designs – including appropriate green building standards, use of green technologies and careful site planning.

Water Quality. The combined sewer overflow project is central to the long-term health of Long Island Sound. To that end, the city must aggressively pursue adequate funding to complete the project.

- As a parallel effort, the city must seek improvements to upstream wastewater treatment facilities and support statewide regulation of non-point sources of pollution.
- Promote a land use development pattern which protects salt marshes, tidal wetlands, inland wetlands and other riparian assets from inappropriate development.
- Prepare a new Flood Hazard Mitigation Plan, consistent with the Disaster Mitigation Act of 2000.
- Update the New Haven Coastal Program and update city land use policies with new coastal area management efforts.
- Establish a Harbor Management Commission and prepare a new Harbor Management Plan to guide in-water activities in Long Island Sound.

Parks and Recreation. Pursue specific value-added improvements to the city's park system in a manner consistent with the Parks Master Plan. Scantlebury Park, in particular, provides a unique opportunity to better bridge supporting facilities at Yale University with new housing in the Dixwell neighborhood. Also, pursue full implementation of the West River Memorial Park Master Plan and Edgewood Park improvements. Protect and enhance coastal parks to curtail shoreline erosion and to provide maximum land area for public enjoyment. In addition:

- Enhance the image of all parks to make them accessible, inviting, exciting and well maintained. This can be accomplished through landscape improvements, turf renovations, fence renovations, new signage and new site furniture.
- Repair deteriorated infrastructure such as bulkheads, restroom buildings, parking lots, roadways, irrigation systems and other support amenities.
- Demonstrate the value of urban spaces through the revitalization of public plazas in and around the central city. Seek to expand the park system in underserved neighborhoods by capitalizing on site and resource opportunities when available.

- Although not part of the city's park system, the Commission encourages increased maintenance and capital improvements (to support a larger user base) at West Rock Ridge State Park.

Community-Maintained Green Spaces and Gardens. As shown on the Green Map, New Haven is home to many community built and maintained green spaces and community gardens. These spaces foster community across generational and other social lines, provide opportunities for locally-grown produce and are a source of civic pride. With that in mind, the city should continue to support community garden programs, plan short-and long-term locations with defined leases; and provide resources when possible.

Urban Forestry. Emphasize the value of urban forestry and tree programs to the city's quality of life through intensive community education and implementation programs. Undertake efforts to monitor, maintain and enhance the city's Elm trees. Integrate citywide urban tree improvement programs as part of the city's maintenance and capital planning, through site plan review and other means.

Greenways and Trails. The proposed greenway system and supporting bicycle friendly programs represent the "next generation" of environmental systems in New Haven. To that end, the Commission recommends aggressive support and resource allocation first to the Farmington Canal, then to the Harborside Trail and then to supporting neighborhood systems.

Landscape Preservation. A number of undeveloped parcels are suitable for open space preservation. These include city-owned property (which is not part of the protected parks inventory) and privately-held property: Crow Hill, Morris Creek and Marion Street Area, Quinnipiac River Marsh, Essex Street Marsh, The Reservoir, Roosevelt Street Extension, Russell Street Area and West River Open Space.

- Pursue amendments to state grant programs, which would allow for acquisition and remediation of brownfield sites and allow for the use of condemnation in order to facilitate a public-purpose taking.
- For properties not acquired, landscape considerations should be further incorporated into the site plan review process, particularly through additional regulations concerning soil removal, blasting and/or significant proposed grade changes.

DOWNTOWN

Unlike any other neighborhood, Downtown serves a number of diverse, interrelated functions. The neighborhood is a core component to the regional economy, a thriving residential neighborhood, the home of signature public spaces and is the traditional home of the institutional / government sector. These functions, coupled with the physical structure of the neighborhood and its circulation / communications systems, form the basis of long-term planning for Downtown. As a premier academic institution with a large residential component and ancillary retail activities, Yale University is central to the atmosphere Downtown.

The lively atmosphere and variety of uses make Downtown New Haven a premier destination. Plan recommendations – organized around Physical Form, Land Use and the Movement of People – are designed to retain a critical mass of sustainable activities: sizing Downtown in a manner that grows the economy and supports an even larger residential population. Future development efforts must be focused on complementary activities that play off the core strengths of the neighborhood.

Physical Form. Downtown is a mixed use environment – to a greater extent in the Ninth Square and Audubon Street, but to a lesser extent along Church Street and the George Street area. Both new development and redevelopment activities must be more attentive to mixed use and quality site planning. This is accomplished as follows:

Historic Preservation and Contextual Infill Development. In the neighborhood's National Register Historic Districts, preservation is the guiding principle for new development. While not practical or financially viable in every instance, adherence to a preservation-based philosophy will ensure high quality efforts across a broad spectrum of uses. The Commission recommends thoughtful consideration to converting the existing national districts (Chapel Street, Ninth Square, Orange Street and the Green) to local districts.

Site Plan and Design Review. For both significant development and minor alterations, site plan review and a much needed design review process are recommended. The approach would be a Zoning Ordinance revision to account for the elevated review of Downtown projects and the development of appropriate design standards. This review is intended to maximize mixed use, contextual design and synergy with surrounding uses. Close attention should be paid to the scale of new development, location of

parking, pedestrian level comfort, storefront retail, provisions for transit and cyclists, etc.

Streetscape Details. Pedestrian comfort can be vastly improved through attention to public and private signage as well as better organization of street furniture. Signage standards – including a prohibition on pole signs – is recommended.

New Haven Green. The New Haven Green remains the focal point of Downtown and a signature region-wide asset. That said, the Green is remarkably under-protected from a regulatory perspective. A formal process can be accomplished through designation of the Green as a Local Historic District, under the regulatory purview of the New Haven Historical Commission.

Land Use. While Downtown will always be home to a wide and diverse set of land uses, there is a continuing concern about the nature of new development and stand-alone development which is incompatible with the prevailing fabric of the neighborhood. Of particular concern are stand-alone big box retail, drive-up service windows, free-standing signs and surface parking areas.

Residential Land Use. The most immediate and pressing need Downtown is an increase in ownership housing – either condominiums or cooperative apartment developments. While the increase in rentals is beneficial to the Downtown economy, long-term sustainability will be driven by stakeholders with an equity interest in the neighborhood. Infill development between East Rock and the northern tier of Downtown is a priority opportunity (Audubon Street extension). Likewise, the George / Crown Street area is underserved.

Commercial Land Use. The office market withstood a blistering recession and has emerged as a leading destination in Connecticut. Although there is limited opportunity for substantial new development, the plan emphasizes infill opportunities at 80 Temple Street, 900 Chapel Street and renovations to Class B and Class C properties along Church Street. Likewise, the Commission encourages complementary retail in storefronts. Stand-alone retail is discouraged, unless accompanied by an upper floor mixed use environment. The retail environment should cater to residents as well as the business and visitor communities. With that in mind, the Commission encourages development of a specialty format grocer, pharmacy and dry goods/general store.

Institutional Land Use. The proposed Gateway Community College and the renovations / new developments at Yale University are central to the long-term viability of the neighborhood. The Commission emphasizes that the nature and location of proposed development should be mindful of (a) protection of the grand list and taxable property; (b) design which encourages an outward presence and free flow of people; (c) appropriate placement and adequacy of parking / transportation systems; and (d) concentration of facilities and efficient use of current lands.

Movement of People. Access, mobility and parking are among the most perplexing issues for the neighborhood. The recommendations herein provide a broad policy outline to coincide with capital improvement programming.

Street System. While considerable attention and study has been paid to the complexities of the one-way system, the need for on-street parking and the considerable volume of traffic on arterial roads leaves few opportunities to modify the system. Two-way systems may be possible (subject to more detailed study) on York Street and College Street.

Parking. The need for parking, in advance and support of new development, has been demonstrated. Focus and attention is directed toward development of the Mid-Block Garage and a multi-facility strategy south of Chapel Street. Although not located in the neighborhood, the lack of parking at the medical facilities and at Union Station will continue to have a deleterious effect on supply and must be seen as a Downtown-related issue. The plan discourages surface parking and, if approved, parking should be time restricted. The time restriction will provide for an annual review of the marketplace and development potential. A licensing program, including development and signage standards – both for new and existing facilities – is encouraged.

Transit. Continuing reductions in the public bus system are not sustainable and must be reversed. The density in the neighborhood, and in many of the surrounding environs, supports 10-minute headways, especially at peak times. Improvements and better marketing of the system to discretionary riders will ultimately benefit the neighborhood. Concurrently, improved facilities for transit users – shelters, waiting areas, etc. – are encouraged.

Non Motorized Transportation. As a top priority, the City of New Haven and Yale must complete the Farmington Canal Greenway. Likewise, the need to share the roadways with bicyclists is clear and beneficial for the neighborhood. Abutting residential areas – Wooster Square, Dwight,

Dixwell and East Rock – are located close enough to encourage a bike-to-work environment. As part of the regular roadway maintenance program, designated bike lanes and shared lane signage is encouraged.

Highway System. Improvements to Route 34 and the congestion in and around Downtown ramps impede the growth and development of the neighborhood. The area is well-suited to be an urban boulevard with more pedestrian-friendly connections across the highway.

PROPOSED LAND USE

The proposed land use map, shown on page 28, identifies the City Plan Commission's most desirable use of land for residential, industrial, conservation and other purposes. Given the fully-developed nature of the city, special attention is given to fitting new development within the fabric of the existing landscape. The Commission emphasizes an important strength of New Haven by providing for mixed use opportunities in neighborhood commercial and general business settings. Moreover, the plan places emphasis on a core district of port-related activities in and around Waterfront Street and Forbes Avenue. The 15 proposed land use categories are described in more detail below.

Low-Density Residential. In keeping with the existing development pattern, the Commission recommends preservation of existing neighborhoods, new development and infill housing in these areas as single-family environments at a density not to exceed 7,500 s.f. per single-family lot.

Medium-Density Residential. The Commission recommends contextual infill development of approximately 6,000 s.f. minimum lot size and designed in a manner compatible with the prevailing neighborhood character. Conversion of existing residential structures to higher densities is discouraged.

High-Density Residential. In certain areas, generally located near transit or Downtown, the Commission recommends higher density residential developments.

Special High Density Residential. The Commission recommends a more restrictive zoning designation along significant thoroughfares, particularly Whitney Avenue, in order to prevent the encroachment of office or

commercial uses and inappropriately scaled residential buildings and to preserve distinctive streetscapes.

Neighborhood Mixed Use. Neighborhood mixed-use areas generally correspond to neighborhood commercial districts and/or streets with a mix of traditional housing and sporadic commercial development. The Commission encourages development of these areas as mixed-use environments, desirable for pedestrians and functional for neighborhood services, storefront retail and office activity. Large format, stand-alone retail is discouraged in these areas.

Commercial Mixed Use. Commercial mixed use areas are general business zones found generally along major arterials. The Commission further encourages mixed-use environments (both commercial/residential and retail/office) where appropriate.

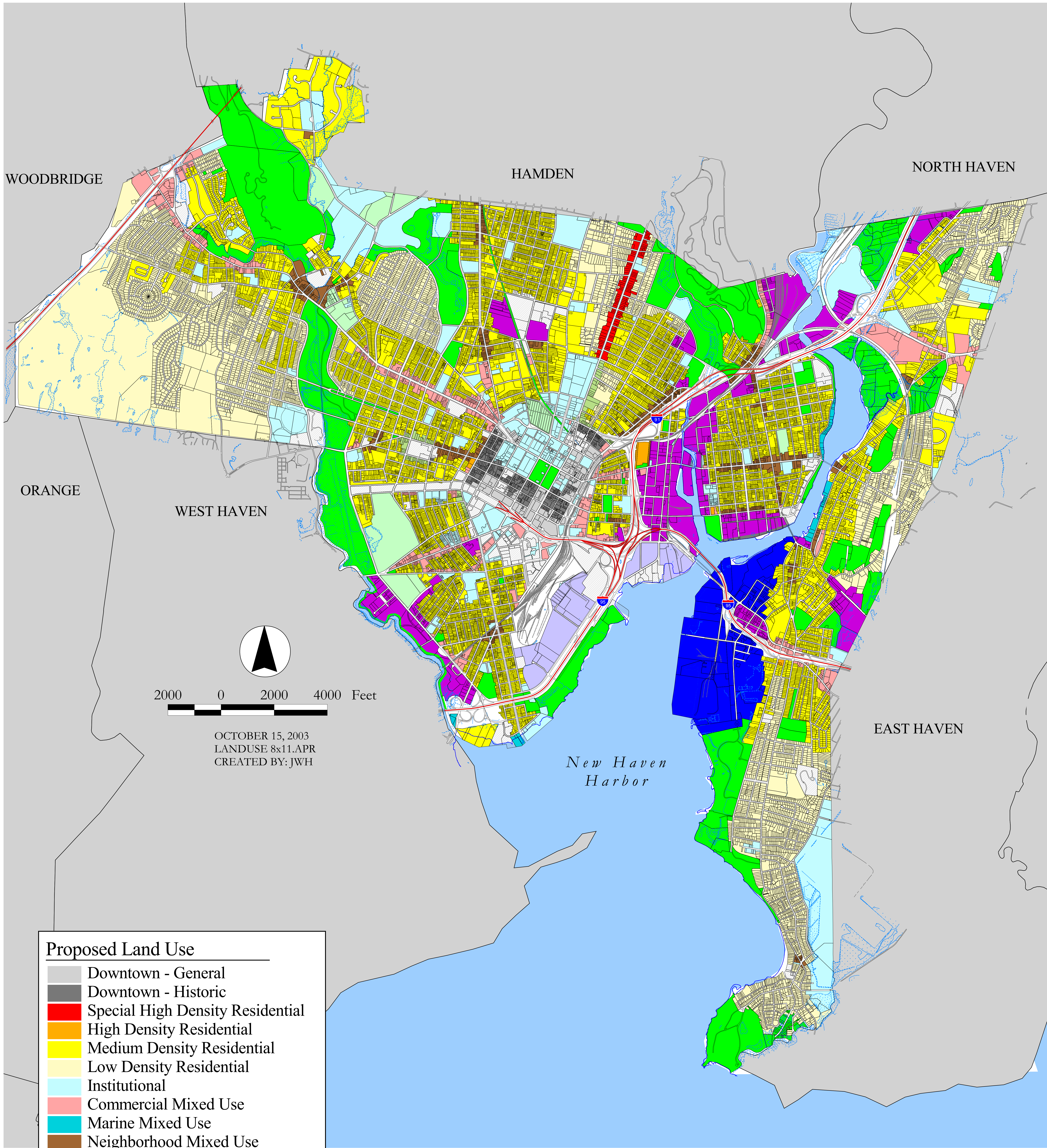
Industrial. Industrial areas, generally found in Mill River, portions of Fair Haven and the Boulevard, are intended to promote manufacturing / production activities and more intense employment generation in a manner consistent with light industrial zoning uses. Areas located within existing municipal development plans should be developed in accordance with plan standards and objectives.

Long Wharf. The Commission recommends continued development of Long Wharf for light industrial, office and commercial service activities. Mixed use and new residential environments are encouraged. Particular attention to waterfront connections, careful site design and minimal signage is further noted.

Planned Developments. In areas designated Planned Development Districts, the Commission recommends consistency with approved uses, site and building plans.

Marine Mixed Use. The Commission encourages development of these areas as a mix of water-dependent public access, recreational boating, fishing and community-based related activities and waterfront residential environments.

Port. The Commission recommends development of the port area in a manner consistent with the needs of water-dependent port terminals, including sufficient space for storage and processing and ancillary port services in a non-obnoxious manner.



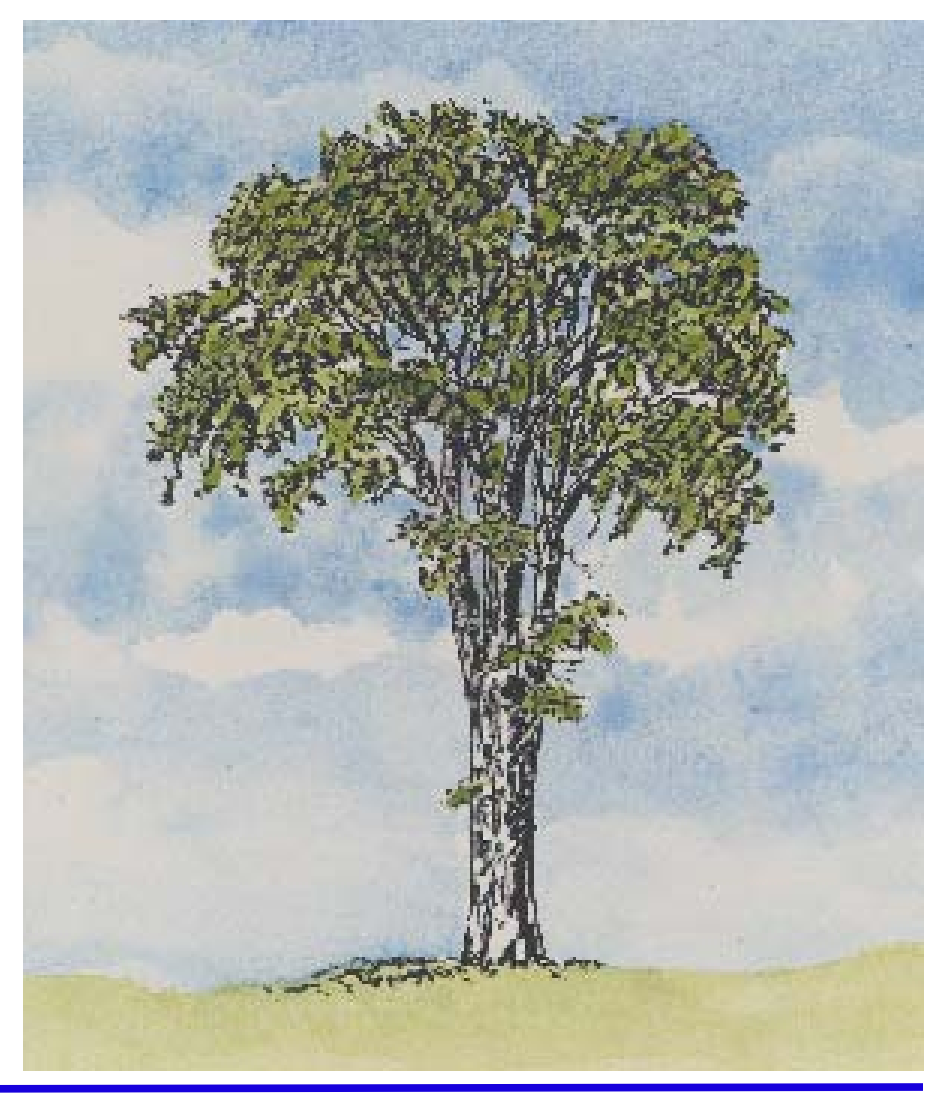
2000 0 2000 4000 Feet
 OCTOBER 15, 2003
 LANDUSE 8x11.APR
 CREATED BY: JWH

- Proposed Land Use**
- Downtown - General
 - Downtown - Historic
 - Special High Density Residential
 - High Density Residential
 - Medium Density Residential
 - Low Density Residential
 - Institutional
 - Commercial Mixed Use
 - Marine Mixed Use
 - Neighborhood Mixed Use
 - Office Mixed Use
 - Industrial
 - Parks and Open Space
 - Cemetery
 - Port
 - Harbor Access, Long Wharf
 - Planned Development

DATA SOURCES
 EDGE OF ROAD - New Haven City Plan Department, April 1997
 HYDROGRAPHY - New Haven City Plan Department, April 1997
 PARCELS - Office of the Assessor, City of New Haven, October 2001
 PROPOSED LAND USE - New Haven City Plan Department, June 2003
 RAILROADS - New Haven City Plan Department, April 1997

Proposed Land Use

City Plan Commission
Comprehensive Plan of Development



Parks and Open Space. The Commission recommends protection of these areas as dedicated open space, deed-restricted conservation areas and or recreational spaces.

Institutional. The Commission recommends development of these areas for institutional uses, including core educational, government and health care facilities. Cemeteries and many cultural facilities are also considered institutional uses.

Downtown / Historic. In the Downtown National Register Historic Districts, the Commission emphasizes rehabilitation of the existing buildings as mixed use environments (storefront retail, offices, cultural facilities, business services, restaurants and similar). New and infill construction should be compatible with the existing historic fabric.

Downtown / General. In other areas of the Downtown, the Commission encourages high-density mixed-use environments with pedestrian-level uses and multi-floor office and residential space.

SUMMARY OF CONCEPT MAP AND GEOGRAPHIC LOCATIONS

Landscape Preservation:

- Crow Hill
- Morris Creek and Marion Street Area
- Quinnipiac River Marsh
- Essex Street Marsh
- The Reservoir
- Roosevelt Street Extension
- Russell Street Area
- West River Open Space
- Quinnipiac Meadows

Park Planning:

- Parks Master Plan
- Scantlebury Park Area
- West Rock Ridge State Park

Site Specific Economic Development Initiatives:

- Science Park
- CT Transit, James Street
- Clock Factory, Hamilton Street
- Gateway Community College, Sargent Drive
- Wyatt / Williams Energy

Municipal Development Plans:

- River Street
- Chapel / Grand / Hamilton
- Exit 59 Area / Amity
- Lower Middletown Avenue
- Boulevard Area
- Whalley Avenue Area

Greenways and Trails:

- Farmington Canal Greenway
- Harborside Trail
- Fair Haven and Quinnipiac River Trail
- West River Greenway

Transit Oriented Development:

- Shartenberg Site
- New Haven Coliseum / Gateway Plan
- State Street (east side)
- Whalley / Boulevard area

Intermodal Freight:

- Port of New Haven and Port Railroads

Public Transportation Systems:

Public Bus: Connecticut Transit / Cross Town Bus Route
Commuter: Hartford - Springfield / Commuter Rail
Tweed-New Haven Airport / Limited Hub Service
Ferry Service: Belle Dock

Urban Boulevards:

- Whalley Avenue
- Ella Grasso Boulevard
- Kimberly Avenue
- Foxon Boulevard
- Route 34 Extension

New Highway Connections:

- Exit 59A / Wilbur Cross Parkway
- Exit 34 / Long Wharf Access

Neighborhood Development:

- West Rock
- Quinnipiac Terrace
- Belle Dock
- Church Street South

Neighborhood Revitalization:

- Lincoln Bassett School / Newhallville
- Jackie Robinson School / Newhallville
- Fair Haven K-8 School / Fair Haven
- Truman School / Hill
- Barnard School / West River
- Trowbridge Square / Hill
- Chatham Square / Fair Haven
- Science Park / Dixwell and Newhallville
- Blake and Fitch Street Area / SCSU

Neighborhood Commercial Districts:

- Grand Avenue
- Westville Village
- Whalley Town Center
- Kimberly Square
- State Street / Cedar Hill

Waterfront

Economic Development Opportunities:

- Belle Dock
- River Street
- Port of New Haven
- Mill River Area

Cultural Opportunities:

- Dover Beach Park
- Canal Dock and Long Wharf
- West River Memorial Park

Environmental Opportunities:

- Harborside Trail
- West River Memorial Park and Greenway
- Quinnipiac Meadows

Downtown

Development Opportunities:

- Coliseum / Macy's / Malley's
- Chapel Square Mall
- Audubon Street
- 80 Temple Street
- George / College Street Area
- Audubon Street Extension

New Local Historic Districts:

- Chapel Street
- Ninth Square
- New Haven Green
- Orange Street